

APPENDIX E

SAMPLE CIVILIAN PERSONNEL MOBILIZATION PLAN

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SAMPLE CIVILIAN PERSONNEL MOBILIZATION PLAN<sup>1</sup>

1. Purpose. This plan describes the preparations that have been made to ensure that efficient civilian personnel support is provided to \_\_\_\_\_ (name of installation, hereafter called the installation) in the event of war or other national emergency as declared by Congress or by the President.
2. Applicability. This plan applies to all organizations that receive services from the installation civilian personnel office, including tenant activities of other major commands.
3. Objective. The objective of this plan is to ensure that actions taken in response to mobilization or wartime situations are appropriate, and are carried out rapidly and efficiently.
4. Organization of the plan. The plan consists of two parts. (They should be kept in a looseleaf binder.)
  - a. Part I contains information regarding mobilization planning references, definitions of words and terms, general policies, responsibilities, the installation's mobilization mission, and emergency regulations. It also identifies premobilization planning actions and post-mobilization actions that must be taken to meet the installation's needs.
  - b. Part II describes the specific planning actions that have been taken to meet the installation's civilian mobilization planning needs as outlined in Part I. Such actions are recorded at tabs that are keyed to the organization and numbering of Part I. (These tabs are indicated herein for illustrative purposes).
5. References
  - a. FPM Supplement 990-3 (National Emergency Standby Regulations (Personnel and Manpower)). This supplement lists and describes current standby regulations and authorities. These regulations and authorities will go into effect automatically with an attack on the United States. OPM may authorize implementation of some, or all, of these standby regulations in other emergencies.
  - b. FPM Supplement 910-1 (National Emergency Readiness of Federal Personnel Management). This supplement describes OPM's plan for executing the standby regulations in FPM Supplement 990-3 in a general war, and provides guidance to agencies in developing mobilization plans.

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<sup>1</sup> Based on Appendix D, AR 690-11, "Civilian Personnel Mobilization Planning and Management"

c. FPM Chapter 910 (Mobilization Readiness). This chapter provides general guidance on agency mobilization planning to include specific **pre-**emergence actions for consideration in developing mobilization plans.

d. Service Regulation (Civilian **Personnel** Mobilization Planning and Management). This regulation sets forth Departmental guidance to all levels of command on mobilization planning and execution. Appendix to this plan lists prepositioned emergency authorities that can be put into effect at the installation level without further authorization from higher headquarters when situation warrants.

e. (List major command or local mobilization planning guidance that has been published, and provide a brief summary of its contents.)

6. Definitions. Citation of Appendix (Glossary) containing specific definitions.

7. Policies. (As applicable)

a. The top priority of the civilian personnel office (**CPO**) during mobilization shall be to fill civilian vacancies on the wartime authorization document, including vacancies created by the call-up of military reservists, retirees, and draft eligibles.

b. Personnel actions before attack or declaration of a national emergency shall be taken under peacetime regulations.

c. Plans will be completed to the point where only updating is required and will be maintained in a "**ready-for-execution**" status.

d. (Under some circumstances during surges in mobilization recruitment, it may be in the best interest of the installation to authorize the CPO or designated recruiting team leaders to make on-the-spot selections for appointment. In this subparagraph specify the circumstances, and the positions and grades for which this authority will be granted.)

8. Mobilization mission of the installation. See basic plan.

9. Responsibilities

a. Installation commander shall:

(1) Ensure that civilian mobilization planning is adequate to support the wartime mission of the installation.

(2) Establish priorities to ensure that managers and the CPO have the resources needed to carry out their mobilization responsibilities.

(3) Ensure that functions that will be eliminated or drastically curtailed during an emergency are identified.

(4) Coordinate with commanders of serviced activities of other major commands and their higher headquarters as necessary to ensure compliance with installation planning guidance and requirements.

b. Activity managers shall:

(1) Ensure that all civilian mobilization planning actions pertaining to managers and supervisors are completed. The essential actions are as follows:

(a) Prepare a wartime authorization document in coordination with staff and CPO officials. (See tab 2.)

(b) Ensure that employees assigned to designated key positions are reassigned from deploying reserve units or are assigned to nonessential positions to ensure that there is no conflict between their obligations as a reservist and post-mob civilian job requirements.

(c) Determine, in coordination with other managers and the CPO staff, the method for filling wartime positions and other vacancies that are likely to develop because of mobilization.

(d) Ensure that employees are aware of any changes that would occur in their duties, responsibilities, and working conditions in a national emergency (for example, cadre members, 60 hour workweek, and details).

(e) Identify training needs.

(2) Conduct annual review and update of wartime manning documents, standby SF 52s (Request for Personnel Action), and job descriptions.

c. Civilian Personnel Officer shall:

(1) Identify in coordination with management officials the **premobilization** civilian planning tasks that should be done. Also, identify key mobilization actions to be taken.

(2) Conduct an annual review and evaluation of civilian mobilization planning. Ensure that necessary action is taken to correct deficiencies. In a period of increased international tension, conduct a special review and update.

(3) Provide leadership and direction in the development and execution of the civilian personnel mobilization plan. As necessary, coordinate **planning** actions with other staff elements, higher headquarters, Federal, and State agencies with mobilization functions.

(4) Keep the commander and top managers informed of the status of civilian mobilization planning throughout the installation. Tell them what assistance is needed from them to ensure effective planning.

(5) Plan for necessary realignment of CPO functions, and for reassignment and detail of employees, as required, to the recruiting and processing functions.

(6) Establish a civilian mobilization planning team in the CPO. The team will consist of a team chief, and a personnel specialist from each functional element of the CPO. The team chief will serve as the civilian mobilization planning coordinator. (See tab 5.)

(7) Ensure that civilian mobilization planning tasks are outlined in the civilian personnel part of the installation mobilization **plan**, and in other required program documents.

(8) Issue to concerned employees information about their entitlement to advance payments and evacuation payments. (See tab 6.)

(9) (If applicable). This installation is responsible for re-activating (opening) the standby facilities known as (Cite name and location of facility), hereafter called the satellite, upon mobilization. Prepare to establish a civilian personnel office at the satellite. (This item refers only to installations that must activate a standby or new facility, a requirement that occurs primarily in the Army.)

(10) Help managers identify and screen key employees.

10. Activation of the satellite (to be included only if applicable - see 9c(9) above) .

a. The civilian personnel officer shall establish a standby CPO for the satellite. The organization and position structure of the CPO will be determined, and cadre personnel (both clerical and technical) will be designated for assignment to each position. The satellite CPO cadre will be composed of installation CPO employees. These employees will serve on a detail (TDY) basis until positions can be filled permanently. Cadre positions that cannot be filled from installation or local civilian personnel resources will be reported through appropriate channels for recruitment assistance. (See tab 7.)

b. Installation activities responsible for establishing a counterpart at the satellite shall identify cadre positions and designate cadre personnel to fill all cadre positions. Staffing needs that cannot be met from installation or local civilian personnel resources will be reported through appropriate channels for recruitment assistance. (See tab 8.)

c. The Civilian Personnel Officer will determine the facilities, equipment, and supplies needed for the satellite CPO. The CPO shall coordinate with heads of other functional departments and other officials as appropriate to ensure their availability, and maintain appropriate documentation. (See tab 9.)

## 11. Staffing.

### a. General.

(1) Mobilization will require a large-scale staffing effort to fill wartime authorized positions not contained in peacetime authorizations. It will also require effort to fill positions that will be vacated by military reservists and/or retired military members subject to inductees recall during mobilization. Activation of the satellite (where applicable) will require installation personnel to serve as cadre members to staff satellite activities until permanent personnel can be obtained.

(2) Immediately upon an attack on the United States, or in a national emergency declared by Congress or the President, the career-conditional appointment system will be suspended and replaced by an emergency indefinite appointment system. The characteristics of emergency indefinite appointments are listed in FPM Supplement 910-1, Book II, Subchapter S300-3.

(3) At the same time as the suspension of the career-conditional appointment system, regulatory changes (standby regulations and authorities) affecting employment and retention will become effective. These changes will speed up the recruitment and placement process. They are discussed in detail in FPM Supplement 910-1, Book II, Chapter 30.

### b. Premobilization planning actions.

(1) Develop a mobilization staffing plan covering all staffing needs identified in subparagraph 11.a. (1) above. The following principles will be observed in developing the plan. (See Tab 10.)

(a) Make maximum use of in-service personnel as a primary source with special emphasis on incumbents of positions that will become excess on implementation of wartime authorizations.

(b) Categorize wartime authorization positions by priority of fill (that is, M-Day through M+9 days; M+10 through M+29; M+30 through M+59 days; M+60 through M+89 days, and M+90 through M+119 days), and indicate whether they are sensitive or nonsensitive. Coordinate with heads of activities having the same kinds of positions to fill, to establish priority order for assignment of persons when there are not enough qualified persons available to fill all positions at once.

(c) List specific staffing needs by title, series and grade, and include recruitment sources and strategies.

(d) Review and update the plan annually, or whenever major changes occur in the number or types of positions covered by the plan, or in recruitment sources.

(e) Develop a separate plan for the satellite (where applicable).

(f) Report staffing needs that are not likely to be met from the local labor market through appropriate channels for recruitment assistance.

(2) Prepare a list of local recruitment resources and points of contact (name, address, and telephone number). The list should include (but not limited to) schools and colleges, training facilities, local industries, specialized trade and craft unions, special interest organizations (such as clubs, churches, fraternities/sororities, State vocational rehabilitation offices, veterans groups, minority and women's organizations). (See tab 11.)

(3) Conduct an annual analysis of the local labor market to determine capabilities and shortfalls. This should include meetings with officials of OPM area offices, local public employment offices, and other recruitment sources identified in the mobilization staffing plan. (See tab 12.)

(4) Identify potential sources of recruitment competition from other DoD agencies or defense industries. Establish an inter-Service committee, if needed, to resolve conflicting requirements and priorities among competing DoD activities.

(5) Arrange for emergency recruitment services by the U.S. Employment Service, and prepare standby job orders. (See Tab 13.)

(6) Determine the number of employees needed to carry out the recruitment function during the mobilization employment surge period. Pre-establish recruitment teams for activation when needed. Teams will be staffed as much as possible by CPO employees; however, **non-CPO** employees may also be designated. Identify the organization that each team will serve. Teams will also be designated to recruit on-site at local public employment offices, schools, and at other community sources of manpower. (See tab 14.)

(7) Identify primary, secondary, and third level skills of current employees. Be prepared to assign them to higher priority positions or to positions requiring a scarce skill. (See Feb 15.)

(8) Prepare a list (organization, address, and point of contact) of communications media (radio and television stations, and newspapers) that will publicize installation job opportunities during an emergency. (See **tab** 16).

(9) Identify vacancies that can be filled by retraining current employees. (See tab 10.)

(10) Make maximum use of retired federal civilian employees, reemployment eligibles, military retirees not otherwise assigned and civilian and military family members with useful skills and who express a desire to fill a mobilization position in the commuting area as recruitment sources. (See tab 17.)

(11) Fully use excepted appointment authorities (such as Veterans' Readjustment Appointment (**VRA**), severely handicapped, and worker trainee) for filling vacancies caused by call-up of reservists and military retirees before implementing the Emergency Indefinite appointment system. (See tab 18.)

(12) Request authority to expand local examining authority as necessary to expedite recruitment actions. (See tab 19.)

(13) Request OPM to modify qualification standards for hard to fill wartime positions that cannot be reengineered. (See tab 20.)

(14) Identify for suspension in an emergency those provisions of negotiated labor agreements that may hinder or preclude staffing actions in support of mobilization. (See tab 21.)

(15) Project the characteristics of the potential labor force to identify significant problems that may hinder employment (such as lack of child care facilities, housing, and transportation), and coordinate with staff officials to ensure appropriate contingency planning action. (See tab 22.)

(16) Coordinate with local officials of Department of Labor, Office of Personnel Management, and the Federal Emergency Management Agency. This will ensure establishment of recruitment priorities consistent with installation needs. (See tab 23.)

(17) Coordinate with nonappropriated fund instrumentality (NAFI) managers to identify nonappropriated fund (NAF) employee expansion requirements and excess personnel for reassignment. Develop a NAFI mobilization staffing plan if needed. (See tab 24.)

(18) Develop an information sheet for use by recruitment team members in informing applicants about Emergency Indefinite appointments, and in orienting new employees on benefits and conditions of employment. (See tab 25.)

(19) Provide annual training to recruitment team members on their mobilization responsibilities. (See tab 26.)

(20) Establish and maintain a special file for correspondence pertaining to employees serving overseas without return rights who desire placement at this installation in the event of evacuation to CONUS. Qualification determinations will be made, and those individuals will be slotted for possible assignment to appropriate positions. (See tab 27.)

(21) Develop a post-mobilization promotion and placement plan.

c. Post-mobilization actions.

(1) Activate mobilization recruitment teams.

(2) Implement mobilization staffing plan.

(a) Positions that cannot be filled as proposed in the mobilization staffing plan will be filled by the most expeditious means available.

(b) Positions that cannot be filled through efforts by the local CPO will be referred to appropriate authorities for recruitment assistance.

(3) Route newly selected employees for processing to (building and room number).

(4) Contact pertinent Federal, State, and local agencies for employment assistance.

(5) Occupants of excess positions for whom suitable positions cannot be located will be referred for or offered employment elsewhere in the following order:

- (a) Other **Service/DoD** activities in the commuting area.
- (b) Higher headquarters for redistribution.
- (c) OPM for assignment to other agencies.
- (d) U.S. Employment Service.

## 12. Technical services

- a. General. (See paragraph 11.a. above.)
- b. Premobilization planning actions.

(1) Determine the number of employees needed to process personnel actions during the mobilization employment surge period. Processing teams will be preestablished for activation when needed. Teams will be staffed to the maximum extent from among CPO personnel. Report team staffing needs that cannot be met from local resources to appropriate authorities for assistance. (See tab 28.)

(2) Ensure that designated processing team members are trained and familiar with their mobilization responsibilities. (See tab 29.)

(3) Develop step-by-step procedures for in-processing employees. (See tab 30.)

(4) Be prepared to get from civilian personnel data bases a current listing of potential early inductees (ages **18-20**), **reservists**, and military retirees subject to call-up. This information should be provided to recruiting personnel and pertinent managers for **planning** and mobilization exercise purposes. (See tab 31.)

(5) Maintain a list of retired Federal civilian employees and reemployment eligibles in the commuting area for use as a recruitment source. Basic data are available from the Defense Manpower Data Center (**DMDC**). (See tab 32.)

(6) Develop and maintain a list of retired military personnel not likely to be recalled in the commuting area for use as a recruitment source. Basic data are available from **DMDC**.

(7) Develop and maintain a list of family members of DoD employees, active duty and retired military with useful skills and who express a desire to fill a mobilization position as a recruitment source.

(8) Overseas CPOS will identify the CONUS activities where employees serving overseas without return rights will be assigned in the event of evacuation. Overseas CPOS will provide employees' names to the respective CONUS **CPOs**. (See tab 33.)

(9) Keep on hand enough CPO supplies and forms identified in appendix. (See tab 34.)

(10) Survey at least annually the status of employees in Reserve Components, military retirees, and potential early inductees. Use the data obtained to update civilian personnel records. (See tab 35.)

(11) Ensure that persons selected for an Emergency-Essential position overseas sign an agreement to remain in the event of hostilities or mobilization until relieved by proper authority. Persons who refuse to sign will not be appointed. (See tab 36.)

(12) Maintain a separate set of regulations for the satellite. (See tab 37.)

c. Post-mobilization actions.

(1) Activate processing teams.

(2) Issue and control authorization for emergency evacuation advance and allotment payment.

(3) Omit employee in-processing steps when necessary to permit timely reporting of new employees for duty. As a minimum, record the employee's name on the SF 52, administer the oath of office, and have the employee sign the appointment affidavit. Plans will be made for supervisors and managers at remote work sites to administer the oath and mail the appointment affidavit to the CPO. Complete the omitted steps in processing at the earliest possible time .

13. Position management

a. General

(1) During mobilization the recruitment sources identified in the mobilization staffing plan for specific wartime positions may not produce the quantity and quality of eligible candidates expected. This will require the re-engineering of jobs to help recruitment and advising management on organizational changes that will support mission accomplishment with available personnel resources .

(2) On attack or declaration of a national emergency, routine position classification audits, biennial surveys, issuance of standards, and classification appeal requirements will be suspended.

b. Premobilization planning actions.

(1) Ensure the preparation of job descriptions for all expansion requirements on wartime authorization documents.

(2) Participate with Comptroller, manpower/management division (or comparable office), and activity managers in preparation of wartime authorization documents. Coordinate with recruitment and placement branch and activity

managers to establish strict civilian position structures using job engineering to the maximum extent possible to reduce the need for additional staffing for scarce skills.

(3) Review wartime positions for appropriate civilian title series and grade. (See tab 38.)

(4) Review wartime military positions in coordination with manpower officials and annotate those that could be changed to civilian positions if the need arises. (See tab 39.)

(5) Maintain a file of mobilization job descriptions. (See tab 40.)

(6) Determine title, series, and grade of any NAF expansion requirements. (See tab 41.)

(7) Maintain an extra set of job classification standards and regulations. (See tab 42.)

(8) Maintain a copy of current wage rate schedules for the satellite. (See tab 43.)

c. Postmobilization actions.

(1) Cancel scheduled classification surveys and position audits.

(2) Determine title, series, and grade of new positions not previously classified.

(3) Resolve job evaluation appeals.

(4) Advise managers of organization adjustments needed to best use available resources, and assist in further reengineering of positions to meet installation needs as necessary.

14. Training

a. General. Workforce expansion and realignments will require extensive training of newly hired and current employees to assume new or additional mobilization duties. Positions requiring scarce skills will be restructured through job engineering where feasible to simplify and expedite recruitment and training.

b. Premobilization planning actions.

(1) Develop a training plan that will ensure adequate training of employees to be hired for work force expansion purposes, and of current employees designated to assume new or additional duties in the event of mobilization. Coordinate with managers, supervisors, classification specialists, and staffing specialists to identify training needs and develop training plans. The plans will include a statement of the knowledges, skills, and abilities to

be developed; the equipment, machines, and materials to be used; the instructional methods and training schedules to be followed; identification of instructors who will conduct the training; and the identification of on and off post training facilities to be used. (See tab 44.)

(2) Review individual and group training plans each year or on change of mission to ensure they are adequate to develop required skills and that training facilities and materials are available. (See tab 45.)

(3) Conduct or arrange training for current employees to ensure the skills, knowledge, and abilities needed to perform mobilization assignments are kept up to date. (See tab 46.)

(4) Provide training in standard Red Cross first aid emergency medical treatment procedures and cardiopulmonary resuscitation (CPR) techniques to at least 10 percent of the civilian work force. Sources for local assistance in planning and conducting such training include local offices of the American Red Cross, American Heart Association, military hospitals, community medical facilities, fire departments, and rescue leagues. (See tab 47.)

(5) Maintain lists of the skills for which orientation and skills training may need to be conducted. (See tab 48.)

(6) Ensure that sufficient on and off installation training facilities are available to accommodate expanded training requirements. (See tab 49.)

(7) Identify and appoint well qualified instructors and apprise them of their responsibilities. Provide instructor training where there is a shortage of qualified instructors. (See tab 50.)

c. Postmobilization actions. These actions are to implement and coordinate the training plan.

## 15. Employee Relations

### a. General

(1) During general war, mission requirements may preclude the processing of negotiated grievances within prescribed time frames.

(2) Prior consultation or negotiation with union may not be possible due to conditions requiring immediate emergency action. Under 5 USC 7106, commanders may take actions necessary to carry out the agency mission during an emergency and later meet their obligations to consult or negotiate on procedures under 5 USC 7106.

### b. Premobilization planning actions.

(1) Ensure that labor union officials are provided a copy of the installation civilian personnel mobilization plan, and that they understand the way civilian personnel administration will be carried out under the various phases of mobilization. (See tab 51.)

(2) Determine union contract provisions that may need to be suspended to help accomplish the mission, and prepare adequate justification. This will be done in coordination with other CPO branches. (See tab 52.)

**c.** Postmobilization actions.

(1) Assist management in day-to-day relations with employees organizations to help provide a positive work atmosphere leading to optimum productivity and employee satisfaction.

(2) Maintain constructive and cooperative relationships with unions to the fullest extent possible. Enlist the support and assistance of union officials in actions to improve production and service, and to promote the full use of manpower resources during an emergency.

(3) Keep union officials fully informed of emergency condition, and situations as they evolve.

(4) Make every effort to resolve problems at the lowest organizational level.